



NATIONAL
INSTITUTE OF
JUSTICE

1998

Annual Report
TO CONGRESS



L E T T E R O F T R A N S M I T T A L

**To the President, the Attorney General,
and the Congress:**

I have the honor to transmit the National Institute of Justice's annual report on research, development, and evaluation for fiscal year 1998, pursuant to the Omnibus Crime Control and Safe Streets Act (as amended) and the 1988 Anti-Drug Abuse Act.

Respectfully submitted,

A handwritten signature in dark ink, reading "Jeremy Travis". The signature is fluid and cursive, with the first name "Jeremy" and last name "Travis" clearly distinguishable.

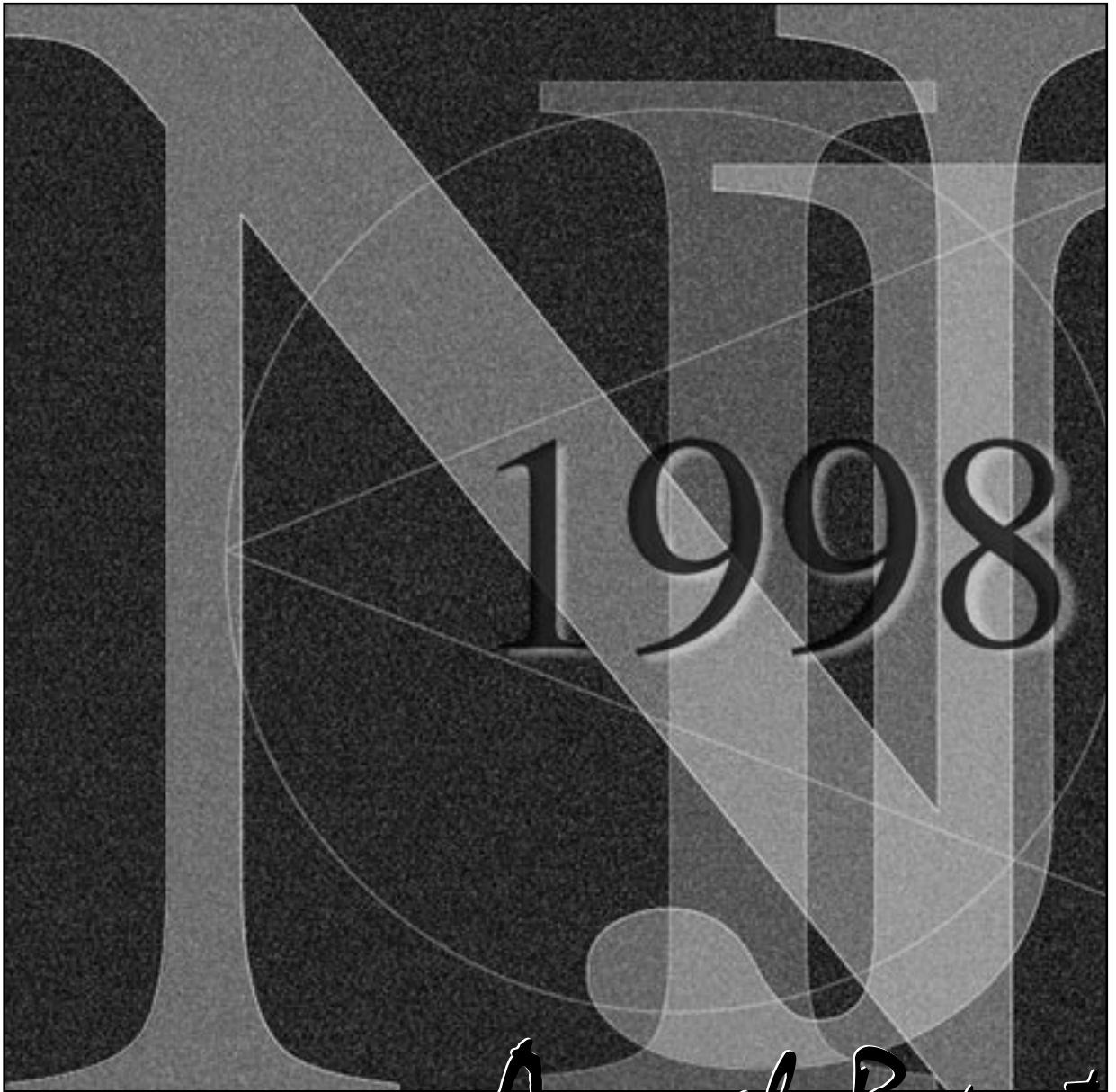
Jeremy Travis
Director
National Institute of Justice

Washington, DC

N A T I O N A L

I N S T I T U T E O F

J U S T I C E



Annual Report
T O C O N G R E S S

D E C E M B E R 1 9 9 9



**U.S. Department of Justice
Office of Justice Programs**

810 Seventh Street N.W.
Washington, DC 20531

Janet Reno

Attorney General

Daniel Marcus

Acting Associate Attorney General

Laurie Robinson

Assistant Attorney General

Noël Brennan

Deputy Assistant Attorney General

Jeremy Travis

Director, National Institute of Justice

Office of Justice Programs

World Wide Web Site

<http://www.ojp.usdoj.gov>

National Institute of Justice

World Wide Web Site

<http://www.ojp.usdoj.gov/nij>

The National Institute of Justice is a component of the Office of Justice Programs, which also includes the Bureau of Justice Assistance, Bureau of Justice Statistics, Office of Juvenile Justice and Delinquency Prevention, and Office for Victims of Crime.

NCJ 177617

Table of Contents

Message From the Director	v
NIJ in Brief	1
Organization and Financial Data	1
Growth in Funding and Collaborative Activities Since 1994	2
Overview of the Year	5
Basic Research	5
Applied Research	9
Technology Development	13
Testing New Ideas and Technology	14
Expanding the Horizons	16
Sharing Knowledge	17
Selected Highlights	23
Making Communities Safer	23
Monitoring Arrestees' Drug Use Reveals Community Trends	23
Strategic Approaches to Community Safety	25
Policing in the Community	27
Minimizing Risk Through Less-Than-Lethal Technology	30
Taking Steps to Prevent Crime	32
Mapping Out Crime	32
Partnerships Promote the Safety of Women and Families	34
Enhancing Public Safety by Improving and Detecting Weapons	36
Finding New Ways of Working Together	38
Partnerships—Multiplying Perspectives and Resources	38
Consulting the Experts in Science and Technology	40
Guiding the User of State-of-the-Art Technology	42
Exploring Issues of Special Concern	44
Understanding Crime in Its Context: The Project on Human Development in Chicago Neighborhoods	44
Examining Youth and Crime Issues	46
Issues in Sentencing and Corrections	49
Appendixes	53
Appendix A: Awards Made in Fiscal Year 1998	53
Corrections	53
Courts	54
Crime Mapping	55
Crime Prevention	55

Drugs and Crime	56
Information Dissemination and General Support	57
International Crime	58
Policing	58
Public Housing and Crime	60
Schools	60
Sentencing	61
Technology Development	61
Victimization and Victim Services	67
Violence	67
Youth	69
Appendix B: Documents Published in Fiscal Year 1998	71
Corrections	71
Courts and Sentencing	72
Crime Prevention	72
Drugs and Crime	72
Law Enforcement	72
Technology	72
Victims	73
Violence	73
Other	74
NIJ Journal	75
Solicitations for Research and Evaluation	75
Annual Reports	76
Award Lists	76
Catalogs of Publications	76
Electronic Publications	76

Message From the Director

Criminal justice research has come of age in the 30 years since Congress established NIJ as the Nation's criminal justice research institute. Much of the information in this year's annual report is based on accumulated knowledge gained through past research.

The natural curve of scientific discovery is a deliberate one—gathering evidence, analyzing it, and replicating findings take time. Progress often comes in small increments. The process can be compared to building blocks in which each block contributes to a stronger foundation and a sounder structure. NIJ has followed this building block approach—maximizing each success, learning from each disappointment, and making headway so that scientific research today is more frequently recognized as an integral step toward effective policy and practice.

As a research institute, NIJ recognizes that the challenges of the 21st century involve an acceptance of the incremental pace of scientific research, the continuing assurance of the rigor of the scientific process, and the importance of prompt dissemination of the results so that they may be assimilated into both policy and practice.

It is a testament to the perseverance of researchers and practitioners and the importance of knowledge building for policy and practice that we have come this far; the promise of tomorrow lies in the ability to sustain our collaboration to meet continuing challenges.

Public safety issues will continue to be complex and perplexing, and many crime issues of the past remain with us. Issues related to the pursuit of justice and the role of the criminal sanction assume new saliency as

rates of imprisonment continue to soar. The good news is that researchers and practitioners are beginning to tease apart the complexities of crime, crime prevention, criminal behavior, and the impact of crime policies through use of an ever stronger scientific infrastructure.

Criminal justice research is making a difference, and an increasing number of practitioners and policymakers are using research data in crafting their decisions and policies. Thirty years ago, when the President's Commission on Law Enforcement and Administration of Justice recommended the creation of a research institute that would apply the principles of science and technology to understanding the problems of crime, crime control, and the administration of justice, the fledgling National Institute of Justice opened shop with a mandate, a vision, a set of good minds, and, in the words of the Commission, "a pervasive lack of information about crime and the possible effects of various techniques for crime control."

Some things have remained the same in the last 30 years—NIJ continues to encourage minds in a variety of disciplines—but other things have changed significantly. An incredible arsenal of tools is now commonplace, most notably computers, analytic software, and other technological advances. However, the biggest change has come with the dramatic growth of empirical foundations of criminal justice knowledge, which has grown with expanded research findings. The past 30 years have brought steady progress toward understanding, preventing, and solving crime problems.

Jeremy Travis
Director

*Criminal justice research is making a difference,
and an increasing number of practitioners and
policymakers are using research data in
crafting their decisions and policies.*



Congress created the National Institute of Justice 30 years ago to support research, evaluation, demonstration programs, development of technology, and dissemination of information relating to crime and the administration of justice.¹

The Institute's mandate is the same today as it was in 1968—to marry science to criminal justice problem solving and policy development. Over the intervening years, NIJ has made steady, incremental progress, each year building on the years past. In the process, researchers have followed the natural course of scientific discovery, finding science-based knowledge to help develop answers to complicated social and technical problems.

¹ NIJ's authorizing legislation is the Omnibus Crime Control and Safe Streets Act of 1968, as amended.

Although the mandate remains the same, NIJ's portfolio of research, evaluation, and technology has broadened considerably. It now encompasses more than discrete studies of police, courts, drugs, and corrections. It also focuses on crime in its social context, crime and its relation to public health issues, crime policy and the use of data, crime prevention through technology, and crime analysis through geocoding and geographic analysis. It takes into consideration community action, active partnerships, multiple scientific disciplines, and many technological approaches.

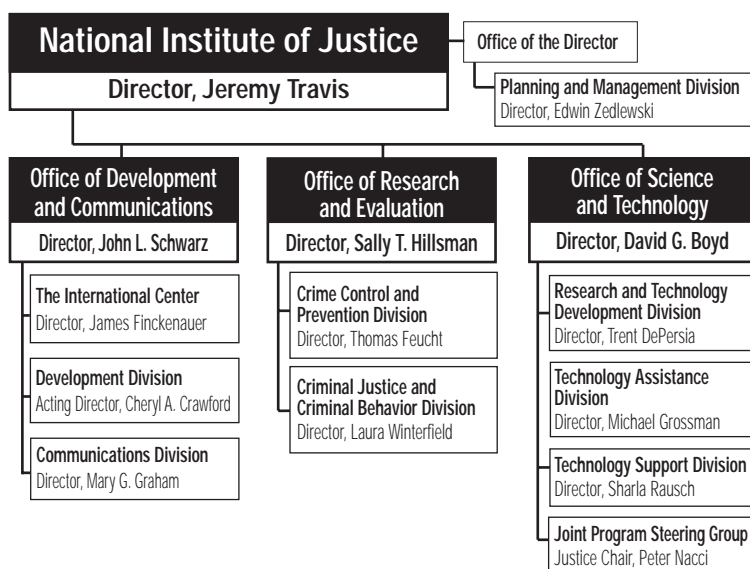
As NIJ moves toward 2000, it continues to demonstrate its ability to build bridges between research on criminal justice policy and practice and research in related disciplines and to find more and more conduits for sharing research results with practitioners.

Organization and Financial Data

NIJ is composed of the director's office plus three main offices. (See exhibit 1, "Organization of NIJ.") Each has distinct responsibilities:

- The Office of the Director sets the Institute's agenda, develops strategic plans and policies, initiates collaboration with other government and private agencies, and oversees the Institute's budget and management activities.
- The Office of Development and Communications develops and tests research-based programs, brings promising new practices to the attention of the field, and communicates findings and technological innovations through multiple methods. Priority is given to the needs of State and local officials and criminal justice practitioners. The new International Center focuses on justice issues that

Exhibit 1: Organization of NIJ



NIJ in Brief

transcend national boundaries and have an impact on State and local criminal justice systems.

- The Office of Research and Evaluation develops, conducts, directs, and supervises comprehensive research and evaluation activities. The range of research and evaluation projects cuts across a wide array of distinct topics within the Institute's charter. Two programs operate as distinct centers of activity: the Arrestee Drug Abuse Monitoring program and the Crime Mapping Research Center. In addition, the Data Resources Program works to ensure the preservation and availability of research and evaluation data collected through NIJ-funded research.
- The Office of Science and Technology directs and supervises technology research, development, and

demonstrations to provide law enforcement and corrections agencies access to the best technologies available. It also provides technology assistance so that these agencies can enhance their capabilities to improve efficiency and effectiveness. Technology assistance is provided through the network of the regional National Law Enforcement and Corrections Technology Centers.

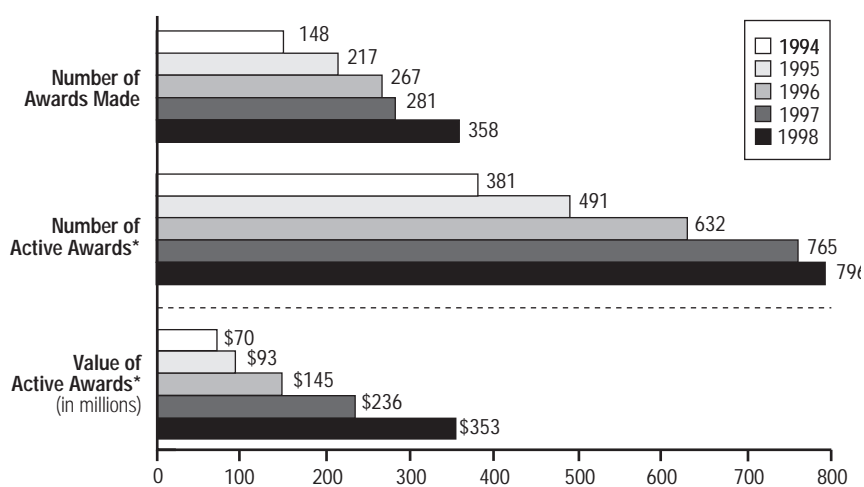
During 1998, all of NIJ's offices moved into one building, allowing the complete staff to be together for the first time in almost 2 years. The consolidation of NIJ accompanied a parallel consolidation of all the other bureaus and offices that comprise the Office of Justice Programs and infused both NIJ and the Office of Justice Programs with renewed energy and collaborative activity.

Growth in Funding and Collaborative Activities Since 1994

The Institute's research and development portfolio continued to grow throughout fiscal year 1998: 358 grants were awarded, bringing the total number of

active grants to 796. (See exhibit 2, "Growth of NIJ's Research and Development Portfolio, 1994–98.") The awards made in 1998 are listed in appendix A, page 53.

Exhibit 2: Growth of NIJ's Research and Development Portfolio, 1994–98



*Totals for each year reflect current-year awards plus still-active awards issued in previous years.

The Institute's total funding reached almost \$116 million. Congress appropriated \$41 million for core operations, and other Federal agencies and Crime Act offices transferred an additional \$74.9 million for research and evaluation activities. (See exhibit 3, "Sources of NIJ Funds, in Millions, FY 1994–98," and exhibit 4, "Allocation of NIJ Funds as a Percentage of Total Expenditure, FY 1998.")

NIJ's partnerships with Federal agencies have grown dramatically since 1994. During 1998, NIJ entered into research, development, testing, and evaluation funding agreements that totaled more than NIJ's base appropriation from Congress. Half of these partnerships were with agencies within the U.S. Department of Justice and were supported with funds from the 1994 Crime Act. Other major partnerships are with the White House's

Office of National Drug Control Policy and the U.S. Department of State.

Interdisciplinary partnerships (those outside the fields of criminal justice) have enriched the scientific method; NIJ continues to strongly support multi-disciplinary collaborations. Criminology can reveal

only one piece of the puzzle; other disciplines contribute to a more subtle and nuanced understanding of crime, criminal behavior, and crime prevention in a broader context. That is why, for example, NIJ's portfolio of violence against women research is cofunded by agencies interested in the physical and mental health implications of such violence.

Exhibit 3: Sources of NIJ Funds, in Millions, FY 1994–98

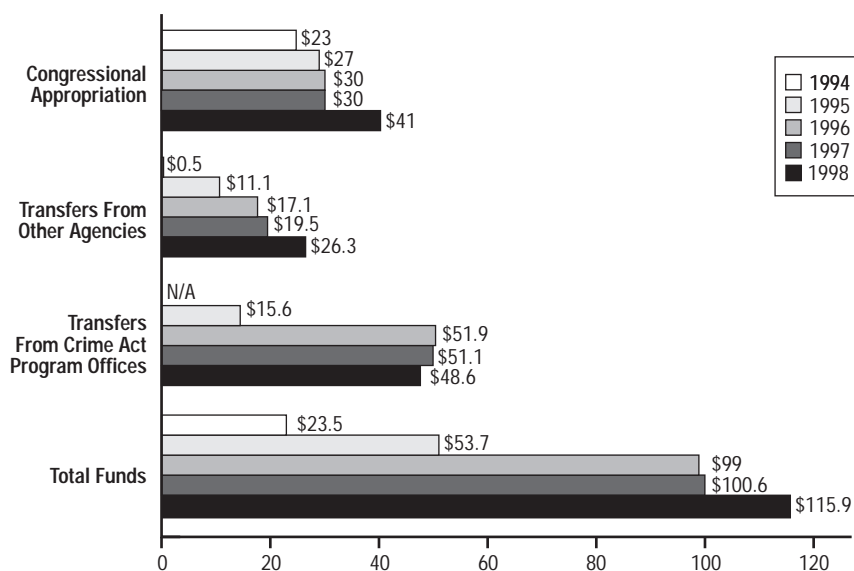
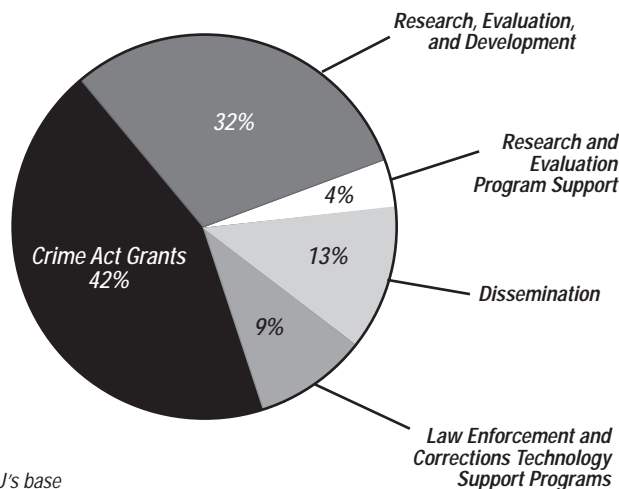


Exhibit 4: Allocation of NIJ Funds as a Percentage of Total Expenditure,* FY 1998

Crime Act Grants
Includes all awards made under the 1994 Crime Act. See also exhibit 3.

Research, Evaluation, and Development
Includes all research, evaluation, science and technology, development, and visiting fellows projects.

Dissemination
Includes clearinghouse, publications, and national and international exchange of information.



*Total expenditure of \$116 million includes NIJ's base appropriation plus funds transferred from other agencies.